UNITED
NATIONS

A

General Assembly

Distr.
GENERAL

A/48/16 (Part I)
24 May 1993

ORIGINAL: ENGLISH

Forty-eighth session

REPORT OF THE COMMITTEE FOR PROGRAMME AND COORDINATION ON THE FIRST PART OF ITS THIRTY-THIRD SESSION*

* The present document is a mimeographed version of the report of the Committee for Programme and Coordination on the work of the first part of its thirty-third session. The final report will be issued as Official Records of the General Assembly, Forty-eighth Session, Supplement No. 16 (A/48/16) and will include the report of the Committee on the second part of the session (A/48/16 (Part II)).

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ABBREVIATIONS

ACABQ	Advisory Committee on Administrative and Budgetary Questions
ACC	Administrative Committee on Coordination
CPC	Committee for Programme and Coordination
ECA	Economic Commission for Africa
ECE	Economic Commission for Europe
ECLAC	Economic Commission for Latin America and the Caribbean
ESCWA	Economic and Social Commission for Western Asia
ESCAP	Economic and Social Commission for Asia and the Pacific
GATT	General Agreement on Tariffs and Trade
IAEA	International Atomic Energy Agency
ITC	International Trade Centre (UNCTAD/GATT)
JIU	Joint Inspection Unit
UNCTAD	United Nations Conference on Trade and Development
UNDP	United Nations Development Programme
UNDRO	Office of the United Nations Disaster Relief Coordinator
UNEP	United Nations Environment Programme
UNFPA	United Nations Population Fund
UNHCR	Office of the United Nations High Commissioner for Refugees
UNIDO	United Nations Industrial Development Organization
UNRWA	United Nations Relief and Works Agency for Palestine Refugees in the Near East

ORGANIZATION OF THE SESSION

1. The Committee for Programme and Coordination (CPC) held an organizational session (1st and 2nd meetings) at United Nations Headquarters on 8 April and 5 May 1993, and the first part of its thirty-third session at Headquarters from 10 to 14 May 1993. It held nine meetings (3rd to 11th meetings) and a number of informal meetings.

A. Agenda

2. The agenda for the thirty-third session, adopted by the Committee at its 1st meeting, is reproduced in annex I below.

3. In adopting the agenda, the Committee, in accordance with the decision taken at its organizational session for 1993, decided to consider, at its thirty-third session, the report of the Joint Inspection Unit (JIU) entitled "United Nations system cooperation with multilateral financial institutions. Part I: Performance and innovation challenges" (E/1993/18) and "Part II: Examples of fresh approaches" (E/1993/18/Add.1), as well as the comments of the Administrative Committee on Coordination (ACC) thereon (E/1993/18/Add.2).

B. Election of officers

4. At its 1st and 2nd meetings, on 8 April 1993 and 5 May 1993, the Committee elected the following officers by acclamation:

Chairman: Mr. T. P. Sreenivasan (India)

Vice-Chairmen: Ms. Agnes Y. Aggrey-Orleans (Ghana)
Mr. Jan Woroniecki (Poland)
Mr. Harold Robertson (Trinidad and Tobago)

Rapporteur: Mr. Wolfgang Stöckl (Germany)

C. Attendance

5. The following States members of the Committee were represented:

Bahamas
Brazil
Bulgaria
Burundi
Chile
China
Colombia
Congo
Egypt
France
Germany
Ghana
India
Indonesia
Iraq
Italy
Japan
Kenya
Netherlands
Nicaragua
Nigeria
Norway
Pakistan
Poland
Republic of Korea
Russian Federation
Togo
Trinidad and Tobago
Uganda
Ukraine
United Kingdom of Great Britain and Northern Ireland
United States of America
Uruguay
Zambia

6. The following States Members of the United Nations were represented by observers:

Argentina	Ireland
Australia	Mexico
Austria	Morocco
Bangladesh	Namibia
Canada	Portugal
Cuba	Sweden
Hungary	Tunisia

7. The following specialized agencies were represented:

Food and Agriculture Organization of the United Nations

International Labour Organisation

United Nations Educational, Scientific and Cultural Organization

Office of the United Nations High Commissioner for Refugees

World Bank

8. Also present at the session were the Under-Secretary-General of the Department for Policy Coordination and Sustainable Development, the Controller and other senior officials of the United Nations Secretariat, including representatives of the Department for Policy Coordination and Sustainable Development, the Office of Programme Planning, Budget and Finance, the United Nations Development Programme (UNDP), the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) and the United Nations Population Fund (UNFPA). At the invitation of the Committee, Mr. Richard Hennes, Inspector of the Joint Inspection Unit, also participated in its work.

D. Documentation

9. The list of documents before the Committee at its thirty-third session is contained in annex II below.

E. Adoption of the report of the Committee

10. At its 11th meeting, on 14 May 1993, the Committee adopted the draft report on the first part of its thirty-third session (E/AC.51/1993/L.3 and Add.1-8).

II. PROGRAMME QUESTIONS

Evaluation

11. At its 4th through 8th meetings, on 10 to 12 May 1993, the Committee considered five reports on evaluation.

1. Evaluation process

Recommendations

12. The Committee requested the Secretary-General to include proposals on the phases of the evaluation process, the use of evaluation as an instrument of improving management and programme planning, and the development of achievement indicators, in the report on evaluation to the General Assembly at its forty-ninth session.

13. The Committee made the following recommendations in order to increase the usefulness of evaluation:

(a) Future in-depth evaluation reports and the conclusions and recommendations of the Committee on them should be transmitted by the Secretariat to the relevant specialized intergovernmental bodies. The Chairman of CPC will then request the Chairmen of the relevant bodies to provide CPC with information on action taken by those bodies regarding CPC recommendations on the evaluations;

(b) In order for the triennial evaluation review to help units concerned to meet new challenges, future triennial reviews should be expanded, as needed, to address a small number of new relevant issues in addition to their primary purpose of assessing the extent of implementation of CPC recommendations made three years before. If such needs arise, the Secretariat should obtain the approval of CPC one year prior to the scheduled CPC review of the relevant triennial review report.

2. Human rights

14. At its 4th through 6th meetings, held on 10 and 11 May 1993, the Committee considered the follow-up evaluation on the human rights programme (E/AC.51/1993/5).

Discussion

15. A number of delegations felt that the report met the requirements set for it. A number of delegations regretted that the database on human rights and the task force on inter-agency coordination, recommended by the in-depth evaluation, had not yet been established. A number of delegations stated that this database on human rights source material should be guided by the principles of indivisibility of all human rights, including civil, political, economic, social and cultural rights. A number of delegations also stressed that the data collection should be carried out in an objective, impartial and non-selective manner. A number of delegations also stated that there should be evaluation of sources and verification of data with the countries concerned. A number of delegations disagreed with that view. A number of delegations felt that requests for specific funds for the human rights database should be included in the proposed programme budget for the biennium 1994-1995. Others noted that the possibility of a voluntary contribution to the database should not be necessarily excluded. A number of delegations expressed concern about the financial constraints faced by the Centre, and noted that the demands on the United Nations in this area had increased greatly in recent years. They considered that the human rights programme should be ensured adequate resources from within the existing regular budget of the Organization to fulfil its mandate. A number of delegations recommended that the increased resource requirements for the Centre should also be considered in the framework of the

implementation of General Assembly resolution 47/213 of 16 December 1992. A number of delegations expressed concern at the lack of resources devoted to subprogramme 2, on the Elimination and prevention of discrimination and protection of minorities and vulnerable groups, and considered that this work should be strengthened. A number of delegations also called for increased staff and resources to deal with the problem of the new emerging kinds of racial discrimination and xenophobia. A number of delegations underlined the need for the provision of improved support and assistance by the Centre to the Rapporteurs and experts in their carrying out of assignments. A number of delegations expressed concern with the number of different procedures for the treatment of human rights violations and expressed the wish that those procedures could be simplified and less numerous. A number of delegations welcomed the collaboration between UNDP and the Centre to explore further linkages between human rights and development. A number of delegations stressed that there should be no human rights conditionality in development cooperation.

Conclusions and recommendations

16. The Committee endorsed the recommendations contained in paragraphs 69, 71, 72, 73 and 74. The Committee took note of the recommendation contained in paragraph 70.

3. Human settlements

17. At its 4th through 6th meetings, on 10 and 11 May 1993, the Committee considered the triennial review of the implementation of the recommendations made by the Committee at its thirtieth session on the evaluation of the major programme on human settlements (E/AC.51/1993/4).

Discussion

18. A number of delegations felt that the report met the requirements set for it. A number of delegations regretted the poor implementation of several of the recommendations of CPC by the United Nations Centre for Human Settlements (Habitat) and the units concerned with human settlements in the regional commissions, in particular, recommendations concerning coordination. The same delegations noted that financial constraints had been mentioned as the reason for this low level of implementation. A number of delegations expressed the view that, during periods of financial constraint coordination in programme planning was critical to ensure efficient use of resources by avoiding the duplication of work. A number of delegations stated that the main cause for the low level of implementation appeared to be more of a lack of will than lack of resources.

Recommendations

19. The Committee endorsed the recommendations contained in paragraphs 55, 56, 57 and 58 of the report, on the understanding that, for the recommendation contained in paragraph 56, the non-governmental organizations to be consulted in the preparatory stages of the programme planning process should be those relevant non-governmental organizations having consultative status with the Economic and Social Council or those accredited to the 1994 World Conference on Human Settlements and in accordance with the established procedure.

4. United Nations Relief and Works Agency for Palestine Refugees in the Near East

20. At its 8th meeting, held on 11 May 1993, the Committee considered the progress report on the United Nations Relief and Works Agency for Palestine Refugees in the Near East (E/AC.51/1993/3).

Discussion

21. The representative of UNRWA, in his introductory statement, noted that an objective evaluation of the success or failure of UNRWA in implementing its programmes could not be adequately performed without taking into account the political context within which it operated and the ways in which that affected the programme and its delivery.

22. A number of delegations felt that the report was a comprehensive review of the whole programme and therefore met the requirements set for it. Several delegations expressed concern over the financing of UNRWA and felt it was necessary to enlarge the donor base and to study ways by which the Agency could become more solvent. A number of delegations reiterated that mandate of UNRWA remains as set out in General Assembly resolution 194 (III) of 11 December 1948.

Conclusions and recommendations

23. The Committee took note of the progress report, which met the requirements set for it, and decided that no further action in respect of the in-depth evaluation of UNRWA was necessary.

5. Office of the United Nations High Commissioner for Refugees

24. At its 7th meeting, the Committee considered the report of the Secretary-General on the in-depth evaluation of the programme on international protection of and assistance to refugees: Office of the United Nations High Commissioner for Refugees (E/AC.51/1993/2).

Discussion

25. In the course of the debate, delegations made observations on the following recommendations:

Recommendation 1. A number of delegations recalled that, at the request of the Secretary-General, and pursuant to many General Assembly resolutions, UNHCR had extended its activities, on an ad hoc basis, to cover situations involving internally displaced populations. Other delegations had misgivings concerning the overstretching of the capacity of UNHCR and the political aspects of extending its activities beyond its mandate; they stressed the necessity of conforming to the mandate and to agreements reached between UNHCR and Governments. One delegation stressed the need for more voluntary funding if UNHCR were to undertake additional commitments.

Recommendation 3. One delegation felt that this recommendation should also propose a memorandum of understanding by the Centre for Human Rights and UNHCR to cover all aspects of their collaboration. A number of delegations stated that recommendation 3 was beyond the mandate of UNHCR, and also did not have a

legislative mandate from the General Assembly of the United Nations and the Commission on Human Rights.

Recommendation 4. One delegation felt that this recommendation should conclude by stating that UNHCR should withdraw only after the objectives of the programme had been achieved.

Recommendation 6. A number of delegations stated that the following should be added in line 2 of recommendation 6 after "roster of non-governmental organizations active in refugee matters": "and in consultative status with the Economic and Social Council".

Recommendation 8. A number of delegations stated that recommendation 8 was beyond the scope of the mandate of UNHCR and of General Assembly resolution 46/182 of 19 December 1991, which was related to natural disasters. The delegations also stressed the need to retain the apolitical nature of the activities of UNHCR, as mandated by its statute. A number of delegations welcomed this recommendation and, in this regard emphasized the importance of close cooperation between UNHCR and the Centre for Human Rights.

Recommendation 9. One delegation considered that the recommendation should also state that a single operational agency should be assigned responsibility for ensuring that all sectors are covered in inter-agency relief operations, and UNHCR should be this lead agency.

Recommendation 10. A number of delegations expressed the view that the funding for emergency and preparedness response should be included in the provisions made for the general programmes of UNHCR and not be the subject of special appeals.

Recommendation 21. A number of delegations considered that insufficient attention was being given to the important area of staff media training.

Recommendation 26. A number of delegations considered that, given the current financial climate, the mobilization of additional voluntary contributions was crucial.

Recommendation 27. A number of delegations stated that multi-year planning should not be overambitious.

Recommendation 28. A number of delegations considered that the request for additional staff rejected by the General Assembly in the context of the 1992-1993 budget should be placed before the General Assembly again in the 1994-1995 budget.

Recommendation 31. A number of delegations considered that a balanced geographical representation should be taken into account in any strategy for recruitment of UNHCR staff.

26. One delegation noted that, in the context of the system-wide activities addressing the problems of refugees, a more clear-cut focus was required on providing assistance to the countries of asylum experiencing serious economic difficulties.

Conclusions and recommendations

27. The Committee commended the Secretariat for the excellent quality of the report.

28. Being in general agreement with the main thrust of the report, namely, to strengthen the functions of protection and search for durable solutions and to delegate further operational responsibility for assistance and, bearing in mind the necessity that UNHCR should function within its mandate, particularly in the context of recommendations 1, 3 and 8, the Committee endorsed the report and its recommendations.

29. The Committee decided that the report and the section of the CPC report dealing with it should be transmitted to the Executive Committee of UNHCR for its consideration and action.

6. Topics for future in-depth evaluation

30. At its 4th, 5th and 6th meetings, held on 10 and 11 May 1993, the Committee considered the note by the Secretariat on topics for future in-depth evaluations (E/AC.51/1993/6).

Discussion

31. A number of delegations found the report useful as a basis for their decisions. A number of delegations stated that the considerations to be borne in mind in determining topics for future in-depth evaluations contained in paragraph 8 of the report should be broadened to include programmes generally considered to have been unsuccessful.

32. A number of delegations expressed their preferences regarding programmes to be evaluated in the period 1996-2000. A number of delegations endorsed the proposal to evaluate peace-keeping activities. A number of delegations considered that such an evaluation could be undertaken in the form of a case-study focusing on one or two operations and drawing general lessons. Other delegations considered it more feasible to concentrate on the managerial aspects of peace-keeping operations. A number of delegations also agreed to evaluating the programme on environment, but considered that the focus should be broadened to include the developmental aspects of the programme.

33. A number of delegations proposed evaluating the work of the Department of Humanitarian Affairs. A number of delegations proposed evaluating the programme on Africa: critical economic situation, recovery and development.

34. One delegation observed that the only decision required by the Committee was the selection of the programme to be evaluated in 1996 and that for the following years, an indicative list could be drawn up, leaving the final decision for subsequent sessions.

Recommendations

35. The Committee recommended to the General Assembly that the following programmes be subjected to in-depth evaluation, scheduled as follows:

1994: Social development.

1995: Peace-keeping operations: start-up phase.

1996: Africa: critical economic situation, recovery and development.

1997: Department of Humanitarian Affairs/Environment.

III. COORDINATION QUESTIONS

Report of the Administrative Committee on Coordination and preparations for the Joint Meetings of the Committee for Programme and Coordination and the Administrative Committee on Coordination

36. At its 3rd, 8th and 9th meetings on 10, 12 and 13 May 1993, the Committee considered coordination questions under agenda item 5. It had before it parts two and three of the annual overview report of ACC (E/1993/47/Add.1 and 2).

Discussion

37. The Under-Secretary-General for Policy Coordination and Sustainable Development made a statement on the actions taken by ACC at its first regular session of 1993. A number of delegations expressed their appreciation to the Under-Secretary-General for the useful information provided by him and made comments and suggestions on specific aspects of the annual overview report of ACC for 1992.

38. There was a debate on the timeliness and quality of the documentation. Many delegations expressed the view that, given the delay and inadequacy of documentation, as well as the inaccuracies and discrepancies therein, the Committee was not in a position to hold a substantive debate and make recommendations on the substance of the issues or to commend the report to the Economic and Social Council.

39. Some delegations suggested that, in the absence of a substantive debate, the Committee should discuss its own role in the area of coordination, in particular vis-à-vis the Economic and Social Council. Other delegations, however, were of the view that such a discussion had already taken place quite recently and that it was not on the agenda of the current session.

40. A number of delegations noted that ACC had been responsive and forward looking in adapting its subsidiary machinery to the changing requirements. In particular, they appreciated the attention being paid by ACC to the follow-up to UNCED, coordination of humanitarian assistance and its continuum to rehabilitation and development, and the assistance by the United Nations system to the countries invoking Article 50 of the United Nations Charter and to the countries with economies in transition.

41. The representative of the Secretariat stated that the annual overview report of ACC had been delayed on an exceptional basis this year with the hope that the documentation might reflect the results of the review undertaken by ACC at its recently concluded first regular session of 1993, of its own role and functioning, the actions taken on the follow-up to UNCED and on the coordination of humanitarian assistance. The representative of the Secretariat stated that such a situation would be avoided in the future and that it was intended that the annual overview report would cover activities undertaken by ACC during the previous calendar year. The representative of the Secretariat further stated that any inaccuracies and discrepancies in the present report would be corrected in a revised report or a corrigendum.

Conclusions and recommendations

42. The Committee reiterated that its role in assisting the Economic and Social Council and the General Assembly in the coordination of the United Nations system continued to be based on Economic and Social Council resolution 2008 (LX) and remained valid.

43. The Committee regretted the late submission of the documentation and its inadequacy since a full report on ACC activities, particularly at its first regular session of 1993, was not made available to the Committee, but was sent directly to the Economic and Social Council. The statement of the Under-Secretary-General for Policy Coordination and Sustainable Development, which provided useful information on the most recent activities of ACC, was not considered to be a substitute for the annual overview report on the activities of ACC in the previous calendar year, nor did the Committee consider that it made up for the inadequacy of the documentation. The Committee requested ACC to ensure that, in future years, it would be provided with up-to-date, appropriate and timely documentation.

44. The Committee expressed dismay at the statements, specifically in sections I.B.3, III.A and B of E/1993/47/Add.1 dealing particularly with personnel and general administrative questions and with financial issues. The inaccuracies and discrepancies contained in those statements conveyed the erroneous and misleading impression that a number of Governments had neglected to honour their financial obligations to the organizations of the system. Furthermore, the language relating to personnel and administrative questions, as well as to the "common country strategy" and the "integrated offices" did not reflect accurately the relevant legislative mandates of the General Assembly. In view of all these difficulties, the Committee was unable to examine the report adequately. The Committee noted the assurances given by the Secretariat that any inaccuracies and discrepancies in the present report would be corrected in an appropriate manner and in accordance with the views expressed by the Committee prior to the substantive session of 1993 of the Economic and Social Council.

45. The Committee noted with appreciation the efforts of the Secretary-General, including in his capacity as Chairman of ACC, in mobilizing and coordinating assistance to countries invoking Article 50 of the Charter and requested him to continue those efforts and report on the outcome thereof in the next overview report of ACC.

46. The Committee stressed that all system-wide activities undertaken by subsidiary bodies of ACC which have been abolished, particularly those relating to science and technology for development, new and renewable sources of energy and the least developed countries, should continue to be coordinated by the new subsidiary machinery.

47. The Committee again stressed the need for adequate preparation and timely submission of documentation for the twenty-seventh series of the Joint Meetings of CPC and ACC. The Committee decided to keep this item open to enable it to consider it in the preparations for the twenty-seventh series of the Joint Meetings of CPC and ACC at its resumed thirty-third session.

IV. REPORTS OF THE JOINT INSPECTION UNIT

48. At its 10th meeting, the Committee considered the Report of the Joint Inspection Unit "United Nations system cooperation with multilateral financial institutions" (E/1993/18 and Add.1) and the comments of the Administrative Committee on Coordination (E/1993/18/Add.2).

Discussion

49. The Committee's discussion focused on two of the report's main conclusions: (a) that the United Nations system organizations must increase the competitiveness of their programmes if they wish to build effective cooperation relationships with the multilateral financial institutions, and (b) that coordination and cooperation between those entities depended on advantage to both sides which was also mutually perceived as such. General support was expressed for those conclusions.

50. A number of delegations regretted that the report which had been published at Geneva in January 1992 and translated at Geneva by April 1992, had not been issued as a United Nations document until February 1993. In that connection, some delegations believed that an updated addendum would have been useful.

51. Comments on the views of ACC ranged from some agreement with the allegations that the report was too general and that it omitted recent information to severe criticism of the ACC comments as being defensive and self-serving.

52. There was considerable support expressed for the view that more emphasis in the report should have been placed on policy coordination. On the other hand, it was noted that demonstration of competence through operational performance was often the most effective route to policy coordination.

53. Most delegations considered the 10 factors identified by the Inspectors helpful in developing successful cooperative relationships.

54. Some delegations agreed with the charge by ACC of "bank bias" (E/1993/18/Add.2, para. 8), whereas others endorsed the Inspectors' opinion that it was the United Nations system organizations which would have to make the major effort if they wished to develop effective cooperative relationships with the multilateral financial institutions.

Conclusions and recommendations

55. The Committee considered the study to have been useful in stimulating a productive discussion of the serious problem of coordination.

56. The Committee viewed the report favourably and anticipated further discussion of it in the Economic and Social Council.

57. The Committee endorsed the report's recommendations and commended them to the attention of governing bodies and executive heads of the United Nations system organizations for their consideration.

ANNEX I

Agenda for the thirty-third session of the Committee

1. Election of officers.

2. Adoption of the agenda and organization of work.

3. Review of the efficiency of the administrative and financial functioning of the United Nations.

4. Programme questions:

   (a) Proposed programme budget for the biennium 1994-1995;

   (b) Prototype of a new format of the medium-term plan;

   (c) Establishment of a system of responsibility and accountability of programme managers of the United Nations;

   (d) Evaluation.

5. Coordination questions:

   Report of the Administrative Committee on Coordination and preparations for the Joint Meetings of the Committee for Programme and Coordination and the Administrative Committee on Coordination.

6. Reports of the Joint Inspection Unit.

7. Provisional agenda for the thirty-fourth session of the Committee.

8. Adoption of the report of the Committee on its thirty-third session.

ANNEX II

List of documents before the Committee at the first part of its thirty-third session

E/AC.51/1993/2	Report of the Secretary-General on the in-depth evaluation of the programme on the international protection of and assistance to refugees: UNHCR
E/AC.51/1993/3	Progress report of the Secretary-General on the in-depth evaluation of UNRWA
E/AC.51/1993/4	Report of the Secretary-General on the triennial review of the implementation of the recommendations made by the Committee for Programme and Coordination at its thirtieth session on the evaluation of the major programme on human settlements
E/AC.51/1993/5	Report of the Secretary-General on the follow-up on the human rights programme
E/AC.51/1993/6	Note by the Secretariat on topics for future in-depth evaluations
E/1993/18	United Nations system cooperation with multilateral financial institutions. Part I: Performance and innovation challenges
E/1993/18/Add.1	United Nations system cooperation with multilateral financial institutions. Part II: Examples of fresh approaches
E/1993/18/Add.2	United Nations system cooperation with multilateral financial institutions. Comments of the Administrative Committee on Coordination
E/1993/47/Add.1 and 2	Annual overview report of the Administrative Committee on Coordination for 1992